



NEWSLETTER

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COUNTERDRUG (CD) OPERATIONS



**CENTER FOR ARMY LESSONS LEARNED (CALL)
U.S. ARMY COMBINED ARMS COMMAND (CAC)
FORT LEAVENWORTH, KANSAS 66027-7000**

FOREWORD

We are in a dynamic period in the evolution of the Department of Defense (DoD) counterdrug (CD) support missions. The probability is high that the number and diversity of counterdrug mission requirements will increase. Lessons learned from a variety of missions conducted by the Active and Reserve Component units in the past two years provide the framework for counterdrug planning Armywide.

This document is intended to generate interest and professional discussion among those who read it. This newsletter provides:

- An overview of national strategy, the DoD mission, and the Army's role in supporting the national strategy.
- An explanation of relevant legal considerations, such as Title 10 and Title 32, U.S. Code, and the Posse Comitatus Act.
- A listing of commands and agencies that are assigned the mission of coordinating counterdrug support.
- Highlights on general lessons.

This newsletter is designed to provide a general understanding of the CD framework for military support to Law Enforcement Agency (LEA) CD operations. As the Army leadership realigns priorities from the European theater, CD support must be integrated as a viable mission and should assume a higher priority across the total force.

If you have, or your unit has, identified any CD lessons, share them with the rest of the Army by sending them to the address provided under CUSTOMER SERVICE or by telephoning commercial (913) 684-3839/3284 or DSN 552-3839/3284.

MICHAEL S. DAVISON, JR
Brigadier General, USA
Deputy Commanding General for Training

COUNTERDRUG (CD) OPERATIONS

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Unless otherwise stated, whenever the masculine or feminine gender is used, both are intended.

COMBINED ARMS COMMAND

Deputy Commanding General for Training
Brigadier General Michael S. Davidson, Jr.

CENTER FOR ARMY LESSONS LEARNED

Director
COL Huey B. Scott

Managing Editor
MAJ Rick Bogdan

Editor/Layout and design
Miss Mary Sue Winneke

Authors
MAJ Jay D. Wells
MAJ Thomas P. Baltazar

Contributors
LTC Bowie, CLIC; Mr.R. Dutton, CLIC;

LTC Kirkbride, USARPAC; NICI Staff, JTF-6

Distribution
SFC Michael Noone
Ms Lisa Mathews

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INTRODUCTION

These recent statements emphasize the commitment of the DoD in supporting the war on drugs.

". . . a high priority national security mission for our armed forces. . . . deal with this threat as a clear and present danger. We have accepted that mission. . . . This mission will continue to require deployed, properly trained, and well-equipped forces for the foreseeable future."

Colin Powell

Chairman, Joint Chiefs of Staff
Feb 91

". . . The Department [of Defense] will continue to devote significant resources and energy in all aspects of this [counterdrug] effort. . . ."

Hon. Stephen M. Duncan

Coordinator for Drug Enforcement Policy & Support
May 91

During the 1980s, government, at all levels, was unprepared for what was to become known as the ``war on drugs." The drug problem was relegated primarily to Law Enforcement Agencies (LEAs) who directed their efforts and resources at supply reduction.

There was little unity of effort among the many Drug Law Enforcement Agencies (DLEAs) at local, state, and national levels. In fact, there was a pattern of competition among the DLEAs, motivated in part by a budgeting procedure based on the amount of illicit drugs seized. At the federal level, over 35 agencies have some degree of involvement and responsibility in the war on drugs. To further complicate matters, over 80 Congressional committees have some degree of oversight in the CD effort.

The DoD's role in the war on drugs, up to 1989, was minimal at best. Congress had been pressuring the Executive Branch to more actively engage the DoD in CD operations which did not violate the strict provisions of the law or reduce combat readiness.

Although the majority of DoD support is currently provided by the Army National Guard (ARNG), there is an increasing amount of involvement by active forces. Under the recent guidelines published by the Army Chief of Staff, active forces can expect to play a major role in the war on drugs.

This newsletter provides an overview of the National Drug Control Strategy and the U.S. Army involvement in support of CD operations. Also included are recent observations from units that participated in CD missions.

BACKGROUND

The Army's primary role in CD operations is to support the DoD mission as the federal government's single lead agency for detection and monitoring of aerial and maritime transit of illegal drugs into the United States. The Army will be prepared to:

- (1) Provide forces to assist DLEA commanders.
- (2) Assist DLEAs in developing and executing plans to effectively employ the unique capabilities of Army forces.
- (3) Provide personnel, operational support, and equipment training to specified government agencies.
- (4) Provide military resources, through security assistance to selected foreign governments, to CD production, trafficking, and use.

Congress has given the military authority to assist civilian LEAs under Title 10, US Code, Sections 371-378. Title 10 governs the actions of active and federalized ARNG troops. Sections 371-378 allow the DoD to provide training, assistance, equipment and facilities to civilian LEAs as long as military readiness is unaffected. The Code also allows the DoD to pass information collected during normal operations to the LEAs. Under Title 10, however, (federal) military forces are prohibited from searching, seizing, arresting, or conducting any related law enforcement activity involving civilians.

This restriction of DoD authority to participate with or assist civilian LEAs is traced to the provisions of the Posse Comitatus Act. This act, originally passed in 1878 in the aftermath of the Civil War reconstruction, prevents federal troops from enforcing civil law and limits the power of the Continental United States (CONUS) Army. Basically, the Act states that the federal military cannot be used to help execute civilian law. By DoD regulations, all armed forces are now subject to the Posse Comitatus Act, to include the ARNG when federalized. The Act does not apply when the state activates the ARNG in accordance with state law.

ARNG personnel support CD operations under the provisions of Title 32, US Code. Title 32 forces include the Army and Air NG within a state, under the command of the governor. Title 32 forces cannot perform CD support functions which violate state law. The National Guard Bureau (NGB) has adopted policy guidelines which restrict law enforcement initiatives by ARNG personnel (except strictly controlled secondary inspections, or searches of unattended vehicles or cargo).

Currently ARNG forces are actively involved in cargo inspection operations on land, at sea, or at air points of entry, and are always accompanied by a law enforcement agent. When active, ARNG or reserve force soldiers (Title 10 and Title 32) observe suspected criminal activity, they report it to the supported DLEA for appropriate DLEA interdiction action.

STRATEGY

President Bush submitted his administration's original National Drug Control Strategy to Congress on September 5, 1989. It was updated in January 1990 and February 1991. According to this strategy, the U.S. policy is to “disrupt, dismantle, and ultimately to destroy the illegal market for drugs by attacking both the supply and demand sides of the drug problem.” To accomplish this mission, all available tools will be used: criminal justice system; drug treatment programs; prevention activities in schools, businesses, and communities; international efforts; interdiction strategies; and numerous intelligence and research resources.

The Secretary of Defense (SECDEF) has made CD production, trafficking, and use a high priority mission for the DoD and, consequently, Department of the Army (DA). The SECDEF stated in his DoD guidance that "International trafficking of drugs is a national security problem and since protection of the national security is a DoD responsibility, then the countering of trafficking efforts is a high priority mission for DoD." In response to this mission, the Secretary of the Army and the Army Chief of Staff signed and distributed the Army Counternarcotics Plan on April 17, 1990. This plan articulates a clear statement of intent and provides major subordinate commanders and DA staff with the broad guidance required to develop courses of action.

COMMAND RELATIONSHIPS

Clear command relationships and properly manned and equipped facilities are essential for effective joint CD operations. Interagency coordination is essential for continuous, effective use of military units in support of CD operations. In general, specific CD cells exist at all levels of command (strategic, operational, and tactical) to ensure unity of effort.

In defining DoD's role in the CD effort, Secretary of Defense Cheney directed all U.S. major commands to draw up plans spelling out how they proposed to assist in the reduction of drugs coming into the United States.

The following plans were submitted by the Commanders in Chief of the Forces Command, the U.S. Atlantic, Pacific, and Southern Commands, as well as the North American Aerospace Defense Command:

U.S. Forces Command (FORSCOM) - Coordinate all DoD operational support to CD activities on the ground in CONUS. Coordinate with the NG to ensure unity of effort. Provide intelligence analysis, transportation of law enforcement agents, detection and monitoring, use of ground sensors, photo reconnaissance, and engineering support activities.

Joint Task Force (JTF) 6 - FORSCOM activated JTF 6 at Ft. Bliss, TX, as a planning and coordinating headquarters to provide operational support from the DoD to federal, state, and local LEAs along the southwest border. JTF 6 coordinates with the NG of the four border states to ensure unity of effort. JTF 6 is a command and control (C2) headquarters only and has no operational units. JTF 6 is under the command of an Army Lieutenant General who reports to the JCS through FORSCOM.

U.S. Pacific Command (USPACOM) - Provide air and maritime detection and interdiction of drug trafficking vessels in the Pacific Ocean. Develop a plan to provide support and development of host country counterdrug capabilities. Provide military dog teams to assist LEAs in detection of illegal drugs, marijuana eradication in Hawaii.

JTF 5 - USPACOM established JTF 5 in Alameda, CA, to coordinate, with appropriate LEA, CD operations to detect and monitor aircraft and vessels suspected of smuggling illegal drugs into the U.S. through the Pacific. JTF 5 is under the command of a USCG flag officer who reports to the JCS through USCINCPAC.

U.S. Southern Command (USSOUTHCOM) - Support the development of host-country CD capabilities (i.e., materiel, advice, maintenance, training). Patrol, identify, and intercept precursor chemicals and cocaine shipments. Provide data collected from radars and deployed air and sea surveillance platforms.

U.S. Atlantic Command (USLANTCOM) - Track and interdict the flow of drugs in international waters and airspace prior to its entry into U.S. territory. Conduct joint Navy-Coast Guard operations in the Caribbean. Deploy Counterdrug Task Force to combat flow of drugs from Latin America through the Caribbean.

JTF 4 - USLANTCOM established JTF 4 in Key West, FL, to coordinate, with appropriate LEA, CD operations to detect and monitor aircraft and vessels suspected of smuggling illegal drugs into the U.S through the Atlantic and Caribbean. JTF 4 is under the command of a USCG Vice Admiral who reports to the JCS through USCINCLANT.

North American Aerospace Defense Command - Detection and monitoring of suspected drug air and sea traffic with a combination of aerostats (air surveillance radar blimps) and AWACS aircraft. Notifies appropriate law enforcement Command, Control, Communications and Intelligence Center.

Army forces will conduct CD operations under the command of a U.S. CINC, whether inside or outside of the continental U.S. Army personnel will remain under the direct command of the appropriate Army or Joint Service commander. In the case of units supporting a civilian agency, a properly executed Memorandum of Understanding (MOU) or other agreement will specify the responsibility and authority of both Army commanders and the civilian agency personnel in a supervisory position over Army forces.

RULES OF ENGAGEMENT (ROE)

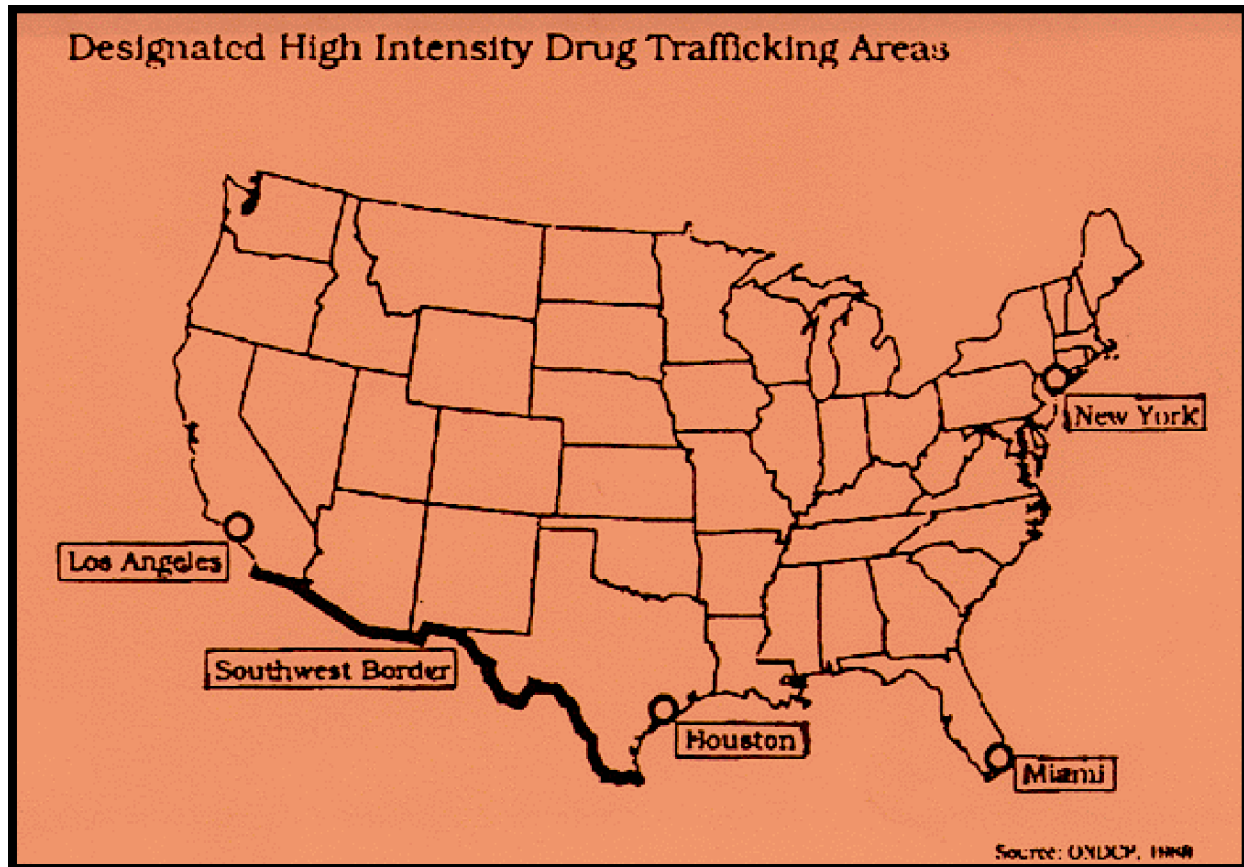
Army forces will conduct all CD operations in compliance with domestic and international law. In particular, operations in foreign countries will comply with provisions of the Foreign Assistance Act and the Arms Export Control Act.

Army forces will conduct operations in accordance with ROE or Rules on the Use of Force (RUF) established by CINCs or other appropriate commanders. ROE and RUF should ensure that the right of Army personnel to exercise force in self-defense, or in defense of others, is not unduly limited. Further, commanders will ensure that all Army personnel are thoroughly familiar with ROE and RUF to preclude the mission being hindered by uncertainty about permissible actions and responses.

Individual operations should be reviewed by the appropriate command or staff judge advocate. The senior Army commander will also receive guidance governing the involvement of U.S. Army personnel.

THREAT

There are five designated High Intensity Drug Trafficking Areas (HIDTA) in the United States as depicted below:



These HIDTA have been designated to identify areas experiencing the most serious drug trafficking problems in the nation, and to determine the most pressing need for federal intervention. While many cities are experiencing substantial drug problems, it is the drug trafficking activities of organizations focused in New York, Miami, Houston, Los Angeles, and along southwest border which create many of these problems. The southwest border is the principal corridor for moving drugs. Over 50% of illegal drugs entering the US crosses the international boundary extending from the Gulf of Mexico to the Pacific Coast. Drugs are smuggled via land, and air corridors, through and between the ports of entry.

Not only is Mexico a supplier of drugs, it is also a transit country from other countries. There are 150-200 Mexican based groups involved in smuggling drugs armed with modern sophisticated weapons and equipment. Limited resources preclude total surveillance along the 2,000 mile border. Smugglers often are willing to wait and see if our drug interdiction efforts along the border are effective before they attempt to penetrate them, or avoid them altogether.

COUNTERDRUG LESSONS

The current trend in DLEA requests for support center on ground, area and point reconnaissance. Specific taskings, however, vary based on DLEA requirements. If you are in a light infantry, scout, engineer or military intelligence unit the following observations should be of special interest.

The Joint Uniform Lessons Learned (JULLS) format is used to present the following observations. CALL's success in producing CD lessons depend entirely on the accurate and timely after action reports (AARs) submitted by your unit. The more detailed your reports, the better our product.

TOPIC: Command and Control of CD Operations.

DISCUSSION: A question commonly asked by Army force engaged in CD operations is "Who is in charge?" The answer is that the military is not. The Army will always be in support of DLEAs and will never conduct independent CD ground operations. The Army commanders role is to advise the DLEA commander in the best use of military assets. Care must be taken by the military commander to not overstep his bounds.

LESSON(S): Military leaders need to understand the limitations of their role in support of CD operations. Military personnel will never command a CD operation and will always be subordinate to a DLEA. DLEAs resent the implication that DoD can perform law enforcement missions better than they can.

TOPIC: Measures of Success

DISCUSSION: The success or failure of a particular operation, and the part the Army plays in that operation, is controlled by the DLEA, not the military. Most DLEAs measure their success quantitatively (number of plants, pounds, street value of drugs seized, etc.) and not by the quality of the execution or training benefit.

LESSON(S): Military success should not be measured by "body count," but rather by the quality of the missions as it relates to the unit Mission Essential Task List (METL). Another measure of success is the payoff gained from the military support and assistance provided to the DLEA. For example: U.S. Customs doubled the amount of cargo inspected; U.S. Border Patrol increased its ability to observe known points of entry.

TOPIC: Establishing relations with local DLEAs.

DISCUSSION: Although single agency operations have been successful, combined agency task forces have had greater success. Establishing a close working relationship with the local DLEA facilitates current and future operations. Since most DLEAs are uncomfortable in dealing with strangers, the principle of habitual association is very real and should be adhered. DLEAs also have a much shorter chain of command and expect the military liaison officer (LNO) to make on the spot decisions. LNOs who have to constantly refer to their commanders for decisions lose credibility.

LESSON(S): Division and brigade staffs must establish a CD cell within the G-3/S-3 section to handle CD mission requests. The personnel assigned must be long term and must be able to answer questions for the commander. When discussing CD support with DLEA personnel, ensure they understand your timeline and the processes involved to obtain military support.

TOPIC: Interagency Training.

DISCUSSION: Training soldiers and DLEA personnel prior to a CD operation is a must. Combined task forces normally use a mix of military and civilian equipment and procedures. Cross training not only ensures smooth operations but also develops trust and confidence between military and civilian counterparts. Training may include airmobile procedures (e.g., rappelling), use of DLEA radios, M-16 marksmanship, and land navigation.

LESSON(S): Units must plan and conduct interagency training. This should include briefings on soldiers' legal responsibilities (most importantly ROE and RUF certification), intelligence as it applies to the mission, communications and weapons training, air crew training (if necessary for aerial spotters), and videos or slides of past operations.

TOPIC: Interagency Planning.

DISCUSSION: Coordinated planning needs to be conducted by the DLEA and the military unit participating in CD operations. This total operation concept allows both agencies to provide input on each others capabilities and limitations. DLEAs routinely act on very timely and perishable information that precludes the detailed planning with which military leaders are most comfortable.

LESSON(S): Military commanders involved in CD operations must become familiar with DLEA methods. The military must recognize and accept that they are not in charge and that military planning methods do not fit every situation. In depth contingency plans and well rehearsed battle drills normally lessen the impact of "knee jerk" operations.

TOPIC: Interagency Communication.

DISCUSSION: In almost every case, military and DLEA communication systems are non-compatible. This non-compatibility can become critical, especially when military aircraft are supporting CD operations. Some military units have found it necessary to locally purchase standard law enforcement radios to facilitate communications. Federal DLEAs normally have a contingency fund to purchase additional radios if the mission requires it. Some local and state DLEAs have also purchased radios for military units, from funds obtained during drug busts.

LESSON(S): Military units and DLEAs need to have a standardized communications equipment available for use during CD operations. In an operation where standard military equipment is replaced or supplemented by non-standard items, operators must be given enough training to become proficient with the non-standard equipment.

TOPIC: ROE and RUF Training

DISCUSSION: The Justice Department and most Judge Advocate General (JAG) officers view ROE and RUF as the most critical part of premission training. Military involvement in support of CD operations has yet to be challenged in court, however, because drug cartels have the best lawyers that money can buy, it is just a matter of time before a test case is found. To ensure that soldiers participating in CD missions fully understand ROE and RUF some units are giving written exams which are scored prior to the mission.

LESSON(S): Soldiers must receive a briefing by JAG officers regarding ROE and RUF. They must be absolutely clear on how to interpret ROE and RUF and under what circumstances they apply. Written guidance and briefbacks are ways of ensuring soldiers understand their roles.

TOPIC: Maintaining Soldier Proficiency

DISCUSSION: As outlined in FM 25-100/101, operational efficiency can be enhanced through the performance of defined tasks executed to standard. By SECDEF directive, commanders cannot support CD operations to the detriment of their unit readiness. Although there are some specific CD tasks in which soldiers must become proficient (e.g., use of civilian radios and procedures), most support requests call for tasks that soldiers already know. Unit commanders actively involved in CD missions have identified training opportunities that furnish support required by DLEAs while simultaneously enhancing their unit readiness. They accomplished this by improving proficiency in tasks that are readily transferable to other missions (e.g., reconnaissance, intelligence preparation of the battlefield (IPB), and combat engineering support).

LESSON(S): Proactive commanders can selectively involve specific units in CD operations that will enhance soldier proficiency.

TOPIC: IPB Process

DISCUSSION: Although the IPB process is being used successfully in CD operations, unit S-2s and commanders must be careful not to over emphasize it on initial contact with DLEAs. Some units have found it useful to add a piece of the process with every mission until a clear picture of the area of operation (AO) is obtained. Once the DLEA sees how beneficial the IPB process is they normally incorporate it into their planning.

Some units use target folders to consolidate all information, photos, and reports on targets obtained during the IPB process. For example geography and hydrology, exposure to sun, and growing season take on added significance when templating an AO for marijuana eradication missions.

LESSON(S): Commanders should work towards establishing a minimum requirement of an intelligence estimate with Essential Elements of Information (EEI) and Named Areas of Interest (NAI) from DLEAs prior to the start of a mission. Do not alienate DLEAs by over emphasizing the IPB process initially. Since the majority of missions are repeated, intelligence summaries should also be developed.

TOPIC: Record Keeping Techniques.

DISCUSSION: Record keeping is vital. Some commands have found that a case file system, similar to the one used by Criminal Investigation Commands, is the best way to handle and manage information on CD operations. A written request from a DLEA is important because it confirms their desire to receive support and clarifies what they want. However, waiting for a written request before taking action may be detrimental to rapid response times. Some commands have found it beneficial to develop a support request template which they forward to the DLEAs, who simply retype and return them. This has two advantages. First, the unit can get legal input on how the request should be written and, second, it speeds up the request.

LESSON(S): Establish a case file system to track CD operations. Include written request templates that can easily be adjusted to fit the particular operation. These samples must be formulated with the help of the JAG to ensure all legal issues have been addressed. Military commands may receive a lot of classified CD information that does not pertain to their AO. Information not relating to the AO should be destroyed to avoid storage and security problems.

TOPIC: Impact of DoD resources on CD mission.

DISCUSSION: DoD resources can have a dramatic impact on the National CD mission. Units should not let bureaucratic inertia or resistance discourage them from finding ways to help. CD staff officers waiting for requests from DLEAs may be disappointed. Military capabilities have to be sold to many DLEAs which, historically, are wary of outsiders. Remember that common sense and National intent must guide all CD actions.

The military can also provide some effort to demand reduction. MACOM CD offices have funds that can be used to participate in community and school anti-drug programs. These programs have a tremendous impact on grade school through high school students who are often targeted by drug pushers.

LESSON(S): The military must find innovative ways to bring its resources to bear on the CD problem. Units must be proactive in the area of CD operations. The precedents and doctrine that guide DoD activity is in flux and, therefore, units must constantly explore new ways to use their assets in support of the CD mission. Emphasize both supply and demand reduction activities.

TOPIC: Establishing Credibility with DLEAs

DISCUSSION: It is very important that military units establish credibility early with DLEAs. The military CD coordinator represents the entire military when he makes contact with the DLEA. For this reason, it is important that he be aware of what the DoD can and cannot do in CD support. When military units offer support to a DLEA, the DLEA generally assumes that the unit can deliver it the next day. Ensure the DLEA understands military timelines to obtain mission support approval. Units can decrease this timeline by streamlining staff procedures. Telephonic coordination, followed by message traffic, is the norm.

LESSON(S): Units must know their capabilities and limitations when coordinating CD operations with DLEAs. Units must streamline staff procedures in order to provide timely support. Better that a unit successfully provide something small, on schedule, than to fall short on a complex support attempt.

TOPIC: Publicity of CD Operations

DISCUSSION: DLEAs conducting the CD operation always take the lead in determining the public affairs plan. They conduct all interface with the various media. Well meaning Public Affairs Officers (PAOs) are often anxious to get their unit in the headlines. This approach often leads to alienation of the supported DLEA. Historically, when the mission is complete and successful, the DLEA will provide sufficient praise to the military for its support. DLEA praise is much more valuable than self praise. A low profile in CD operations has two benefits; first, it provides Operational Security (OPSEC), which increases the success of the mission. Second, it demonstrates to the DLEA that the DoD can be trusted. It reinforces the point that using DoD resources is in the DLEA's best interest and that DoD does not want to "steal the show."

LESSON(S): DLEA PAOs have the lead in all CD operations. Military PAOs need to refrain from seeking immediate benefit. Maintaining a low profile in CD operations earns DLEA respect. Let the DLEA report all good news.

CONCLUSION

If your unit has not participated in a CD support mission you can anticipate a tasking in the future. Some divisions are linked to specific AOs but your unit could end up working with any of the U.S. commands that are assigned CD support missions. These missions will always be in support of federal, state, or local DLEAs and can vary from Mobile Training Teams (MTTs), to marijuana eradication, to personnel augmentation.

Although a CD doctrine and training manual has not yet been developed, CD operations require the same thorough mission analysis and well defined concept of operations outlined in FM 100-5. CD mission taskings present unique and challenging training requirements, as well as exceptional realistic, mission related, training for participating units.

Civilian DLEAs, in conjunction with DoD, are trying to curb the flow of illegal drugs into the U.S. The Army's success in supporting CD operations depends upon close cooperation with supported civilian agencies.

APPENDIX A

GLOSSARY OF ACRONYMS AND TERMS

To establish credibility and eliminate misunderstandings with supported Drug Law Enforcement Agencies (DLEAs), it is absolutely essential that military leaders become familiar with DLEA acronyms and terminology. This glossary is a compilation of the most commonly used terms and acronyms used by DLEAs when requesting military CD support.

Note: Acronyms in parenthesis denote parent agency. For example: ARC(E) is a subordinate element of U.S. Customs.

-A-

acft--	aircraft
ACS--	Automated Commercial System
ADIZ--	Air Defense Identification Zone
ADNET--	Antidrug Network (DOD)
ADP--	automatic data processing
ADP--	Alcohol and Drug Programs (Calif)
AEROSTAT--	Air Stationary (fixed balloon suspended air surveillance radar)
AEW--	Airborne Early Warning
A/UH-60--	Black Hawk attack/utility helicopter
AID--	Agency for International Development
AO--	area of operations
AOR--	area of responsibility
APIS--	Advanced Passenger Information System
APOLLO--	An automatic data base query system; an EPIC
ARC(E)--	Assistant Regional Commissioner - Enforcement (Customs)
ARC(O)--	Assistant Regional Commissioner - Operators
ASAC--	Assistant Special Agent in Charge
ASD--	Assistant Secretary of Defense
ATF--	Bureau of Alcohol, Tobacco and Firearms - Operators (DOTRES)
AUSA--	Assistant U.S. Attorney
AUTODIN--	Automatic Digital Network
AWACS--	Airborne Warning and Control System

-B-

BIA--	Bureau of Indian Affairs (DOI)
BIC--	Border Interdiction Committee
BINM--	Bureau of International Narcotics Matters
BLOC--	Blue Lightning Operations Center (USCS)
BLOCC--	Blue Lightning Operations Control Center(USCS)
BLM--	Bureau of Land Management (DOI)
BNDD--	Bureau of Narcotics and Dangerous Drugs
BNE--	Bureau of Narcotics Enforcement(Calif)
BOP--	Bureau of Prisons (DOJ)
BP--	Border Patrol (INS)

-C-

C2--	command and control
C3I--	command, control, communications and intelligence
C-130--	Hercules cargo aircraft
CA--	Country Attache
CAMP--	Campaign Against Marijuana Planting
CBNE--	California Bureau of Narcotics Enforcement
CBRN--	Caribbean Basin Radar Network
CDC--	California Department of Corrections
CDTIO--	Counterdrug Telecommunications Integration Office
CET--	Cargo Examination Team (USCS)
CHP--	California Highway Patrol
CH-47--	Chinook cargo helicopter
CIA--	Central Intelligence Agency
CID--	Criminal Investigation Division
CINC--	Commander in Chief
CIS--	Central Index System (INS)
CIWG--	Communications Interoperability Working Group
CJTF--	Commander, Joint Task Force
CN--	counternarcotics
CNG--	California National Guard
CONUS--	Continental United States
CONUSA--	Continental United States Army
COTHEN--	Customs Over-the-Horizon Enforcement Network
CP--	command post
CPX--	command post exercise
CTR--	Cash Transaction Report

-D-

DAWN--	Drug Abuse Warning Network
DCE/SP--	Domestic Cannabis Eradication/Suppression Program
Dcl--	Director of Central Intelligence
DD--	Destroyer (Navy)
DDG--	Guided Missile Destroyer (Navy)
DDN--	Defense Data Network
DEA--	Drug Enforcement Administration (DOJ)
DETIP--	Drug Enforcement Telecommunications Implementation Plan
DFS--	Mexico's Federal Security Directorate
DIA--	Defense Intelligence Agency
DIS--	Drug Information System
DISU--	Drug Investigation Support Unit (FAA)
DIU--	Drug Intelligence Unit (FBI)
DLEA--	Drug Law Enforcement Agency
DLEO--	Drug Law Enforcement Officer (USCG)
DMP--	Domestic Monitor Program (DEA)
DNI--	Director of Naval Intelligence
DOC--	Department of Commerce
DOD--	Department of Defense
DODIIS --	Department of Defense Intelligence Information System
DOI--	Department of the Interior
DOJ--	Department of Justice
DOS--	Department of State
DOT--	Department of Transportation
DOTRES--	Department of Treasury

-E-

E-2C--	Hawkeye airborne early warning aircraft
E-3A--	AWACS Sentry early warning aircraft
ECIN--	Enforcement Communications Information Network
EDIFACT--	Electronic Data Interchange for Administration, Commerce and Transport (USCS)
EPIC--	El Paso Intelligence Center
ERIN--	Electronic Radio Intercept Network (USCS)

-F-

FAA--	Federal Aviation Administration (DOT)
fax--	facsimile
FBI--	Federal Bureau of Investigation (DOJ)
FDA--	Food and Drug Administration
FDIS--	Fraudulent Documents Index System
FF--	frigate (Navy)
FFG--	Guided Missile Frigate (Navy)
FINCEN--	Financial Crimes Enforcement Network (DOTRES)
FLETC--	Federal Law Enforcement Training Center
FMFPAC--	Fleet Marine Force Pacific
FORSCOM--	Forces Command (Army)

-G-

GOM-- Government of Mexico

-H-

HA-- Higher Authority
HIDTA-- High Intensity Drug Trafficking Area
HMMWV-- High-Mobility Multipurpose Wheeled Vehicle
HQ-- headquarters
HUMINT-- human intelligence

-I-

IBIS-- Interagency Border Inspection System (USCS)
ICC-- Intelligence Coordination Center (Coast Guard)
IDAD-- International Defense and Development
IDEC-- International Drug Enforcement Conference
IMINT-- imagery intelligence
INCSR-- International Narcotics Control Strategy Report
INM-- Bureau of International Narcotics Matters (DOS)
INS-- Immigration and Naturalization Service (DOJ)
INS-- Immigration and Naturalization Service
INC-- Integrated Network Communications System
INTEL-- intelligence
INTERPOL-- International Criminal Police Organization
INTERPOL-- International Criminal Police
USNCB-- Organization-U.S. Central Bureau
IPB-- intelligence preparation of the battlefield
IRS-- Internal Revenue Service (DOTRES)
IT-- Intelligence Terminal (EPIC)

-J-

JAG-- Judge Advocate General
JCS-- Joint Chiefs of Staff
JIC-- Joint Intelligence Center
JICC-- Joint Information Coordination Center
JMIE-- Joint Maritime Information Element
JOCC-- Joint Operations Command Center
JOTS-- Joint Operational Tactical System
JSS-- Joint Surveillance System
JTF-- Joint Task Force
JVIDS-- Joint Visually Integrated Display System

-L-

LANT--	Atlantic
LANTCOM--	U.S. Atlantic Command (Unified Command)
LANTFLT--	Atlantic Fleet
LAOPS--	Latin American Operations
LASO--	Los Angeles Sheriff's Office
LAX--	Los Angeles International Airport
LBA--	Land-based Aerostat
LEA----	Law Enforcement Agency
LEAU	Law Enforcement Assistance Unit(FAA)
LEDET--	Law Enforcement Detachment (Coast Guard)
LEIS--	Law Enforcement Information System (Coast Guard)
LEO--	Law Enforcement Operations
LEODET--	Law Enforcement Operations Detachment (Coast Guard)
LEVCUS--	A regional enforcement project that provides multistate interagency program for investigation support
LIC--	Low Intensity Conflict
LO--	liaison officer
LOC--	Line of Communications
LP--	Listening Post
LP/OP--	Listening Post/Operating Post

-M-

MAGLOCLEN--	Middle Atlantic-Great Lakes Organized Crime Law Enforcement Network
MARDEZ--	Maritime Defense Zone
MDZ--	Maritime Defense Zone
MFC--	Military Field Commander
MPA--	Maritime Patrol Aircraft
MOA--	memorandum of agreement
MOCIC--	Mid-States Organized Crime Information Center
MOU--	memorandum of understanding
MP--	military police
MRU--	Manifest Review Unit (USCS)
MSEL--	Master Sequence Events List
MSIS--	Marine Safety Information System (USCG)
MTT--	Mobile Training Team
MULE--	Drug or money courier used for smuggling

-N-

NADDIS--	Narcotics and Dangerous Drugs Information System (DEA)
NAILS--	Automated Immigration Lookout System (USCS)
NCIC--	National Crime Information Center (FBI)
NCIS--	National Crime Information System (FBI)
NCOIC--	noncommissioned officer in charge
NDCS--	National Drug Control Strategy
NDIC--	National Drug Intelligence Center (DOJ)
NDPB--	National Drug Policy Board
NDS--	National Drug Strategy
NESPIN--	New England State Police Information Network
NG--	National Guard
NGB--	National Guard Bureau
NICI--	National Interagency Counternarcotics Institute
NIDA--	National Institute on Drug Abuse
NIIS--	Nonimmigrant Information System (INS)
NLETS--	National Law Enforcement Telecommunications System
NMCC--	National Military Command Center
NMIC--	National Military Intelligence Center
NNBIS--	National Narcotics Border Interdiction System
NNICC--	National Narcotics Intelligence Consumers Committee
NORAD--	North American Air Defense Command
NPS--	National Park Service
NSA--	National Security Agency
NTMPDE--	National Telecommunications Master Plan for Drug Enforcement

-O-

OAS--	Operational Analysis Staff (USCS)
OASIS--	Operational Activities Special Information System (INS)
OCDETF--	Organized Crime Drug Enforcement Task Force (DOJ)
OCIS--	Organized Crime Information System (FBI)
OCONUS--	Outside the Continental United States
OIC--	Officer in Charge
ONDCP--	Office of National Drug Control Policy
OPCON--	operational control
OPORD--	operations order
OPLAN--	operations plan
OPSEC--	operations security
OSD--	Office of the Secretary of Defense
OSIS--	Ocean Surveillance Information System (Navy)
OTAG--	Office of the Adjutant General
OTAR--	over-the-air rekeying
OTH--	over the horizon

-P-

P-3B/C--	Orion maritime patrol aircraft (USN, USCG, USCS)
PAIRS--	Private Aircraft Inspection Reporting System
PAC--	Pacific
PACOM--	U.S. Pacific Command (Unified Command)
PACFLT--	Pacific Fleet
PAT--	Passenger Analysis Team (USCS)
PD--	police department
POE--	point of entry
PUP--	pull-up point

-R-

RA--	resident agent
RAC--	resident agent in charge
R&D--	research and development
RICO--	Racketeer Influenced and Corrupt Organization
RISS--	Regional Information Sharing System
RMIN--	Rocky Mountain Information Network
ROCIC--	Regional Organized Crime Information Center
ROE--	Rules of Engagement
RUF--	Rules on the Use of Force

-S-

SAC--	special agent in charge
SAR--	search and rescue
SATCOM--	satellite communications
SBA--	sea-based Aerostat
SCSTF--	Southern California Sheriff's Task Force
SECDEF--	Secretary of Defense
SEER--	Summary Enforcement Event Report (USCG)
SENTRY--	Federal Bureau of Prisons on-line inmate database system
SIGINT--	signals intelligence
SMURF--	individual who makes deposits of less than \$10,000 for money-laundering activities
SO--	sheriff's office
SOP--	standing operating procedure
SOUTHCOM--	U.S. Southern Command (Unified Command)
SRA--	Senior Resident Agent
ST/SC--	Student/School System (INS)
STU III--	Secure Telephone Unit Third Generation
SWB--	Southwest Border

-T-

TACLET--	Tactical Law Enforcement Team (Coast Guard)
TACON--	tactical control
TAG--	The Adjutant General (State)
TAT--	Tactical Analysis Team (USCS)
TD--	Tax Division (DOJ)
TF--	task force
TECS I&II--	Treasury Enforcement Communications System I & II
TELCOMM --	telecommunications
TIB--	Technical Intelligence Branch (USCS)
TLETS--	Texas Law Enforcement Telecommunications System
TRADOC--	Training and Doctrine Command (Army)

-U-

UNFDAC--	United Nations Fund for Drug Abuse Control
USA --	U.S. Army or U.S. Attorney
USAF--	U.S. Air Force
USBP--	U.S. Border Patrol
USC--	United States Code
USCG--	U.S. Coast Guard
USCINFOR--	U.S. Commander in Chief, Forces Command
USCINCLANT--	U.S. Commander in Chief, Atlantic Command
USCINCNOAD--	U.S. Commander in Chief, North American Air Defense Command
USCINCPAC--	U.S. Commander in Chief, Pacific Command
USCINCSOUTH--	U.S. Commander in Chief, Southern Command
USCS--	U.S. Customs Service
USFS--	U.S. Forest Service
USIA--	U.S. Information Agency
USMC--	U.S. Marine Corps
USMS--	U.S. Marshals Service
USN--	U.S. Navy
USNCB--	U.S. National Central Bureau
USPS--	U.S. Park Service
USSS--	U.S. Secret Service

-W-

WPS--	Vessel Violations Profile System
WHEC--	Coast Guard High Endurance Cutter
WIN--	Warrant Information Network (USMS)
WMEC--	Coast Guard Medium Endurance Cutter
WPB--	Coast Guard Patrol Boat
WSIN--	Western States Information Network
WX--	weather

APPENDIX B

SAMPLE MEMORANDUM OF UNDERSTANDING JOINT COUNTERDRUG SUPPORT PLAN

CALIFORNIA STATE MILITARY DEPARTMENT

P.O Box 214405

Sacramento, California 95821-0405

CITY OF LONG BEACH

Long Beach Police Department

400 West Broadway

Long Beach, California 90802

1. **Purpose.** This memorandum sets forth policies and procedures agreed to by The Adjutant General of California and the Long Beach Police Department (LBPD) regarding the employment of California National Guard (CNG) OH-58 helicopter(s) in support of the drug enforcement surveillance operations in the Long Beach/Los Angeles area, effective for 90 days after the date of final approval.
2. **Objective.** To establish mutual conditions, procedures, responsibilities, authorities, and constraints on the employment of CNG OH-58 aircraft and crew(s) in support of the LBPD drug enforcement operations.
3. **Mission.** To provide one OH-58 helicopter at the LBPD for a period of 90 days after the date of approval to be made available to the LBPD to conduct surveillance in support of drug enforcement operations.

4. *Limitations.*

a. Usage of the aircraft will be limited to operations associated with the primary mission as defined in paragraph 3 of this memorandum, opportunity training at the duty site associated with the primary mission, and emergency life-saving operations, such as a medical evacuation, should the on-board LBPD representative deem it appropriate. Any variation to these uses must first be authorized by The Adjutant General through the California National Guard, Counternarcotics Branch, (916) 973-3638.

b. Unless extended by The Adjutant General, the primary aircraft will be available to perform missions as specified during normal daytime LBPD duty hours on the dates specified in paragraph. Duty hours may be adjusted to accommodate special mission requirements.

c. The aircraft shall only be used as an aerial surveillance platform and will not be landed for the purpose of placing agents into an arrest site. The aircraft and pilot will not be placed in a position of direct involvement in arrest or seizure activities. The aircraft will not be used to transport suspects. Transporting of contraband/evidence will only be authorized when the contraband/evidence is under the direct supervision of, and accompanied by, a law enforcement officer.

d. The California National Guard retains the right to recall the aircraft in the event higher priority contingencies arise.

e. This Memorandum of Understanding is intended to identify the terms of the operating agreement between the Chief of Police and The Adjutant General. Both persons represent that they have the authority to obligate their respective agency to the provisions of this agreement.

f. It is agreed that during the period of this agreement, the Military Department will be solely responsible for any claims arising out of the injuries to, or death of its own employees and that the LBPD will be solely responsible for any claims arising out of injuries to, or death of, its own employees. It is further agreed that LBPD will be responsible for obtaining the informed consent of their employees prior to participation in any mission in which they will be passengers on military aircraft.

g. LBPD shall defend, indemnify and save harmless Military, its officers, agents and employees from and against any and all claims, demands, losses, or liabilities of any kind or nature which Military may sustain or incur which may be imposed upon them for injury to, or death of, persons or damage to property arising or resulting from Military performing services or operations described in the Agreement, excepting acts of active or passive negligence, or willful misconduct of Military, its officers, agents and employees.

h. The form of consent will be as indicated on the attachment

5. Policies and Procedures.

a. Air Transport of Official Personnel and Equipment. National Guard equipment may be used for air transportation of law enforcement personnel and equipment, and other government officials and employees essential to the conduct of operations associated with the defined mission.

b. Exclusion of Nonessential Air Passengers. National Guard personnel and equipment will not be used to transport news media or other persons not directly and officially connected with the mission.

c. Certification of Passenger Eligibility. The senior LBPD officer or his designated representative on site shall have authority to determine eligibility of passengers within the guidelines established by this agreement. The National Guard Aircraft Commander shall have preemptive authority to exclude passengers for any cogent reason.

d. Use of Weapons In or Near Aircraft. If authorized passengers carry weapons aboard aircraft, the weapon must be in the safety mode and no round in the chamber. (Hammer on empty cylinder for revolvers.) Flares or other explosive or incendiary devices or projectiles shall not be discharged from National Guard aircraft while in the air or on the ground. National Guard pilots shall be instructed that in the event of any hostile actions which could potentially endanger aircraft, crew, or passengers, pilots shall immediately take the most appropriate evasive and defensive actions, and shall not under any circumstances employ the aircraft as an offensive vehicle. CS Gas can only be transported upon approval of pilot and only when the air crew is equipped with protective masks.

e. Control of Aircraft Operations. Prior to commencement of each helicopter operation, the LBPD representative shall designate a single official in each aircraft who shall have primary authority for establishing aircraft operations objectives or modifying such objectives during the course of operations, and communicating such objectives to the Aircraft Commander. The National Guard Aircraft Commander shall have preemptive absolute and final authority over all aspects of flight operations, including but not limited to: safety of aircraft, crew, and passengers; determination of safe weather conditions; where or when to take off and land; compliance with state and federal regulations; and other matters customarily the responsibility of an aircraft commander.

f. Aircraft Crews. The National Guard shall assign for duty only qualified and experienced helicopter crew members. The National Guard helicopter crew shall consist of one pilot.

g. Communications. The Long Beach Police Department may install, without expense, the National Guard communications devices to permit coordination with LBPD ground or air units. The communications devices must not interfere with on-board radios and must be approved for installation by a National Guard avionics or communications technician. In the event aircraft substitutions are required, the communications devices will be transferred to other aircraft by the LBPD.

h. Aircraft Markings. Each National Guard aircraft shall be deployed with external identification markings intact.

i. Pilot Safety Limitations. National Guard pilots shall abide by all appropriate Federal and military regulations. AR 95-3, para 3-12, will provide crew rest guidelines.

j. Rejection of National Guard Personnel and Equipment. LBPD will provide sufficient security to the aircraft when it is in the Long Beach area to prevent unauthorized access, tampering, or damage to the aircraft, if required. LBPD will provide sufficient security to prevent unauthorized access, tampering, or damage to the aircraft in the event the aircraft is required to remain at a LBPD facility during nonduty hours.

6. **Terms of Agreement.** The terms set forth in this memorandum shall take place immediately upon signature of the principal parties and will remain in effect until rescinded, revised or suspended in writing.

E.J. BRIZZOLARA
Acting Chief of Police
Long Beach Police Department
Date

ROBERT C. THRASHER
Major General
The Adjutant General

WAIVER FORM

"I understand that as a part of my employment with the Long Beach Police Department, I may be transported in a helicopter operated by the California Army National Guard in drug reconnaissance operations. I agree that any claim for damages for injury which I or my heirs and successors may have is limited to those provided by my employer through workman's compensation or similar sources since the California Army National Guard is in the status of co-employee."

This is not a waiver of injuries caused by gross negligence, or intentional acts of misconduct of others.

SIGNATURE: _____

DATE: _____

E.J. BRIZZOLARA
Acting Chief of Police
Long Beach Police Department